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IMPLEMENTATION OF THE INTERNATIONAL COVENANT ON ECONOMIC, SOCIAL AND CULTURAL RIGHTS

Additional information submitted by States parties to the Covenant following the consideration of their reports by the Committee on Economic, Social and Cultural Rights

Addendum

PHILIPPINES*

[7 January 1992]

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* At the 8th, 9th and 11th meetings of its fourth session, held on 19 and 22 January 1990 (E/C.12/1990/SR.8, 9 and 11) the Committee considered the initial report of the Philippines concerning rights covered in articles 13 to 15 of the Covenant (E/1988/5/Add.2).

By a note dated 7 January 1992, the Government of the Philippines submitted additional information which relates to the consideration of its report by the Committee and is reproduced in the present document.

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Glossary of terms

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* The annexes 1 to 10 may be consulted in the files of the Secretariat.

I. GENERAL FRAMEWORK

A. Legal framework for the promotion and protection of human rights and geographic and demographic profile of the Philippines

1. The Philippines is an archipelago of 7,107 islands with a land area of approximately 300,000 square kilometres. It is bounded by the South China Sea to the west, by the Pacific Ocean to the east, by the Sulu and Celebes Seas to the south, and by the Bashi Channel to the north. The largest islands are Luzon in the north, with an area of 104,700 square kilometres, and Mindanao to the south, with 94,600 square kilometres.

1. Administrative divisions

2. The Philippines is divided into 14 geographical regions. Each region is made up of several provinces which cover several municipalities, each in turn consisting of a number of baranggays or villages. There is a total of 126 provinces and cities, 1,495 municipalities and 41,114 baranggays.

3. Manila is the capital of the Philippines.

2. Demographic profile

(a) Population

4. The 1990 census put the number of Filipinos at 60,684,887, an increase of 12 per cent from the census figures of 1980. More than one third of the population is found in the Manila region and surrounding provinces. The population density is 195.7 persons per square kilometres and the rate of population growth is 2.41 per cent.

(b) Social indicators

5.

Labour force participation	:	64.2 per cent
Unemployment	:	10.3 per cent
Underemployment	:	33.0 per cent
Life expectancy	:	63.7 years
Literacy rate	:	85.4 per cent

(c) Religion

6. Eighty-five per cent of Filipinos are Christians, of whom 83.8 per cent are Roman Catholics. Muslims make up a little over 10 per cent of the population, with other sects accounting for the remainder.

(d) Languages

7. Eight major dialects are spoken, out of a total of 70 local dialects. The national language is Pilipino. Instruction is conducted in both English and Pilipino, the official languages. Spanish is spoken by a small minority of Filipinos and many Spanish words are incorporated into local languages.

(e) Racial stock

8. Filipinos are basically of the Malay race, with Chinese and Spanish racial mixtures.

(f) Culture

9. Modern Filipino culture is a rich blend of Malay, Chinese, Spanish and American influences. Ethnic minorities preserve most of their distinct cultural heritage. Annex 1 provides details on this short profile.

3. Government and politics

10. The Republic of the Philippines, a democratic and republican State, has had a presidential form of government since 1946, except for the period from 1973 to 1986 during which former President Marcos headed a dictatorial regime. The present Constitution, approved by referendum in February 1987, restored the presidential form of government, consisting of an executive department headed by the President, a bicameral congress and an independent judiciary.

11. The Philippines was the first democratic State in Asia. Filipinos liberated themselves from more than 300 years of Spanish colonial rule with the proclamation of Philippine independence on 12 June 1898. The first Republic, however was shortlived, and ended with the occupation of the Philippines by the United States of America. By virtue of the Treaty of Paris of 10 December 1898, the Spanish colonizers ceded the Philippines to the United States. A seven-year war ensued between the Filipinos and the Americans, ending with the latter's victory in 1905. In 1935, a Constitution was adopted providing for a 10-year Commonwealth Government of the Philippines under American auspices. On 4 July 1946, the Philippines regained its full independence.

12. The 1935 Constitution was replaced in 1973 when another Constitution was adopted, during the martial law regime of former President Ferdinand Marcos. Mounting resentment against his dictatorial and corrupt regime pushed President Marcos out of power in February 1986 and Corazon C. Aquino was elected President.

4. Legal framework for the protection of human rights

13. President Aquino's Government is strongly committed to the full restoration of democracy and democratic institutions, and to the protection and promotion of human rights. Upon assuming the presidency, among her first official acts were the release of all political prisoners under the former regime and the creation of the Presidential Committee on Human Rights.

14. The Philippines ratified the International Covenant on Civil and Political Rights on 28 February 1986, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment in April 1986, and the Optional Protocol to the International Covenant on Civil and Political Rights on 6 August 1987. It acceded to Protocol II to the Geneva Conventions of 12 August 1949 and relating to the Protection of Victims of Non-International Armed Conflicts in 1986.

15. As at 1989, the Philippines had ratified 29 international human rights instruments.

16. The President swiftly took the first step to restore democracy. She convened a constitutional commission in June 1986 which drafted a people's constitution, accepted by referendum on 2 February 1987. The Supreme Court was reorganized to restore its integrity, credibility and independence. Congressional elections took place in May 1987 and local elections in January 1988. The baranggay (village council) elections held on 28 March 1989 completed the return to the democratic form of government where the rule of law is held supreme.

5. The Philippine Constitution and human rights

17. The 1987 Philippine Constitution guarantees respect for and protection of human rights and fundamental freedoms as a policy of the State, as stated in section 11, article II entitled "Declaration of principles and State policies": "The State values the dignity of every human person and guarantees full respect for human rights".

18. This principle is spelled out in the following explicit provisions in the Constitution (see annex 2):

(a) The Bill of Rights (art. III, sect. 1-22);

(b) The Right of Suffrage (art. V, sect. 1-2);

(c) Social Justice and Human Rights (art. XIII, sect. 1-19);

(d) The Right to Education (art. XIV, sect. 1-5); and

(e) Family Rights (art. XV, sect. 1-5).

19. Under these provisions, the Constitution specifically prohibits the use of torture, force, violence, threat or intimidation. Furthermore, it embodies all the guarantees for due process and equal protection under the laws of the land. The death penalty has been abolished as a form of punishment, except as may be provided for by Congress for heinous crimes. No such congressional provision has been made.

20. Departing from previous constitutions, the new Constitution contains restrictive mechanisms designed to prevent the Chief Executive, who is also Commander-in-Chief of the Armed Forces, from assuming authoritarian rule of the kind that the Filipinos experienced in their recent history.

21. The Philippine Commission on Human Rights is an independent constitutional body created to promote and protect human rights. It is composed of a Chairman and four members, appointed by the President and subject to the confirmation of the Commission on Appointments in Congress. The Commission is mandated to investigate, on its own or on complaints by any party, all forms of human rights violations. A very important function of the Commission is "to establish a continuing programme of research, education and information to enhance the primacy of human rights".

22. The democratic structure and process are further enhanced by the inclusion of provisions to strengthen local autonomy and to establish two autonomous regions: in the Cordilleras in the north and in Muslim Mindanao in the south. Both consist of geographical areas sharing common historical and cultural heritage with distinctive economic and social structures.

B. Promotion and protection of education and culture

1. Provisions under the 1987 Constitutions

23. The 1987 Constitution guarantees the right to quality education and emphasizes the role of culture. For the first time in the Philippines, the Constitution mandates that the State shall assign the highest budgetary priority to education. In implementing a constitutional provision, Congress has passed a law making education free up to the secondary level. Academic freedom in all institutions of higher learning is also guaranteed by the Constitution.

24. The relevant constitutional provision on education, science and culture is article XIV, entitled "Education, science and technology, arts, culture and sports", sections 1 to 14 (see annex 3). This article enumerates the steps to be taken by the State to protect and promote the right of all citizens to quality education. Among these steps is the establishment of a free public school system up to the secondary level. Provisions were made for the encouragement of non-formal and indigenous learning systems, and training for underprivileged groups.

25. The article, in section 3, also sets out guidelines for the inculcation of values in the educational system. The complementary role of public and private institutions is recognized in section 4 of the article, which also provides for exemption from taxes and duties of all revenues and assets of all non-profit educational institutions. Section 5 deals with the guarantee of academic freedom for institutions of higher learning and the right of teachers to professional advancement, and contains the provision for the highest budgetary priority to be given to education.

26. Sections 6 to 9 of the article proclaim the national language to be Pilipino and the official languages to be both Pilipino and English. Regional languages are deemed to be auxiliary official languages in their respective regions and serve as such for instruction in those regions. Spanish and Arabic are promoted on a voluntary basis.

27. The Constitution itself is promulgated in Pilipino and English, but shall be translated into major regional languages, Arabic and Spanish.

28. Science and technology, as stated in section 10, are recognized as essential for national development and progress. The State shall support the promotion of indigenous and self-reliant scientific and technological capabilities, and encourage the widest participation of all the sectors in the study and utilization of science and technology. The protection of intellectual property is covered by section 13.

29. Section 14 deals with the preservation of national culture, and assures free artistic and intellectual expression.

2. Presidential Executive Order No. 117

30. The entire educational system was reorganized under Presidential Executive Order No. 117. The reorganization brought about the rise of new educational leaders into key positions, and decentralized authority and responsibility to bring educational services closer to the people.

31. Secondary education became an integral part of basic education. The new Secondary Educational Development Program (SEDP) was introduced during the school year 1989/90, after careful experimentation and preparation in terms of the retraining of teachers, the massive production of textbooks and the improvement of laboratory and shop facilities.

32. This programme is designed to maintain and continue the gains of the fundamental reforms in elementary education which were instituted for a period of six years preceding the SEDP.

33. The rationalization of tertiary education was accelerated with the strengthening and expansion of a voluntary accreditation system, particularly among private colleges and universities, with a view to gradual deregulation and eventual autonomy for institutions which fully meet the desired standards and demonstrate the necessary management capability.

34. Education was democratized through the introduction of measures that would enable the poor and underprivileged segments of society to have better access to education. Such measures include free secondary education, tuition subsidies for private schools, educational contracting schemes, scholarships, especially for the cultural minorities, work-study programmes and study now-pay later plans, among others.

35. Efforts were undertaken to improve the quality of educational facilities and services. A massive school-building programme was started and is continuing. Teachers at all levels are being retrained or encouraged to pursue further professional education through scholarships, nationally and internationally. During the last four years, an estimated 6,000 key educators were awarded international scholarships within the ASEAN region, as well as in Australia, Canada, New Zealand, Japan, Europe and the United States.

36. The most crucial underpinning of educational reforms is values education. Thus, core values such as respect for human dignity, love of country, honesty and self-discipline have become integral parts of the educational process.

C. Protection of the rights of minorities

37. Information on the rights of minorities has been submitted by the Philippines to the Human Rights Committee which considered the initial report of the Philippines, contained in document CCPR/C/50/Add.1/Rev.1, at its thirty-fifth session in New York in 1989; and to the Committee on the Elimination of Racial Discrimination, which considered the consolidated ninth and tenth reports of the Philippines contained in document CERD/C/172/Add.17.

1. Government policy

38. The Philippine Government is firmly committed to the protection and promotion of the fundamental rights of all its citizens, regardless of race, colour, descent or origin. Philippine laws specifically provide for the protection and promotion of the rights of indigenous communities.

39. Article II, "Declaration of the principles and State policies" of the Philippine Constitution, states in:

Section 11 - "The State values the dignity of every human person and guarantees full respect for human rights"; and in

Section 22 - "The State recognizes and promotes the rights of indigenous cultural communities within the framework of national unity and development".

40. Other articles dealing with the promotion and protection of minority rights includes article XII, section 5; article XIII, section 6; and article XIV, sections 17 and 18 (see annex 4).

41. The 1987 Constitution differs markedly from its predecessors in that it includes the above-mentioned provisions relating to the rights of indigenous cultural communities. There are about 110 such communities spread all over the country, comprising some 8 million people.

2. International commitment

42. The Philippines is a party to major international human rights instruments that guarantee basic fundamental rights for all peoples regardless of race, colour, religion, national extraction or social origin. By virtue of article II, section 2 of the Philippine Constitution, the Philippines "adopts the generally-accepted principles of international law as part of the law of the land", so that the provisions of these human rights instruments can be invoked before, and be directly enforced by, Philippine courts, other tribunals or administrative authorities. Moreover, article XIII, section 18 (7) of the Constitution provides that "the Commission on Human Rights shall monitor the Philippine Government's compliance with international treaty obligations on human rights".

3. National institutions

43. The Office of Muslim Affairs and Cultural Communities was reorganized by the new Government into three separate agencies: the Office of Muslim Affairs, the Office of Northern Cultural Communities and the Office of Southern Cultural Communities. The objectives of these offices are as follows:

(a) The attainment of economic self-reliance for these communities through the provision of basic materials and institutional, technical and financial support systems;

(b) To consolidate, strengthen and advance their educational and social development in order to enable them to participate constructively in nation-building;

(c) To preserve and promote their customs and traditions as a significant and inalienable part of the Filipino cultural heritage and a landmark of true Filipino identity;

(d) To restore their rights over ancestral lands pursuant to the mandate of the new Philippine Constitution; and

(e) To promote peace, unity and cooperation among indigenous cultural community tribes, and establish a contructive relationship between Filipino tribes and the indigenous peoples of the world.

44. The above objectives are implemented through the following programmes:

(a) On economic development: Poverty remains the most pervasive problem of a large number of cultural communities. Development projects, particularly livelihood ones, were thus undertaken, including livestock production, marine and agricultural productivity demonstration farms, the organization of cooperatives, manpower skills training projects, identification of employment opportunities and small infrastructure projects;

(b) On socio-cultural development: The preservation of indigenous culture is pursued through the establishment of institutions and support systems that would allow tribal communities to revive certain aspects of their cultural heritage and to maintain enduring evidence of such heritage. These institutions document indigenous tribal arts and folklore, support indigenous festivities, set up cultural community museums and libraries, and organize cultural performing groups. To this end, the Philippine Government also organized and hosted the International Festival and Conference on Indigenous and Traditional Cultures in Manila on 21 to 26 November 1988;

(c) On education: Cognizant of the role of education on the development of cultural communities, a development plan for the cultural communities was drawn up to facilitate educational assistance to these communities. This includes adult education projects, educational projects for pre-school and school children, and setting up of schools in far-flung tribal communities. Through sustained effort and linkages with other governmental and non-governmental organizations, these communities were recipients of educational programmes dealing with functional literacy, livelihood assistance, preservation and promotion of cultural heritage, adult education and scholarships. Annex 5 contains a list of programmes for cultural communities and a table showing the budgetary allocations aimed at assisting education for minorities.

45. Legal assistance and services are extended to the cultural communities when legal questions concerning their human and civil or constitutional rights arise. Through an education campaign the communities are assisted to improve their ability to avail themselves of such services.

46. Programmes and projects were initiated to promote peace, harmony and constructive coexistence in tribal relations, both at the national and at the international level. Tribal councils were organized, tribal leadership training conducted, inter-tribe dialogue and conferences set up, and multi-purpose tribal halls were built to achieve this objective.

47. Medical assistance is a vital need of cultural communities as they are often isolated and their members cannot afford medical care. The offices of cultural communities in coordination with the Department of Health, extend medical assistance. Medical missions also travel to remote areas.

48. Through the offices of cultural communities, loans and funding are made available to the minorities to finance income-generating projects.

49. In the case of the Office for Southern Cultural Communities, loans of up to 50,000 pesos can be made available at interest-free and no-collateral terms. However, prospective borrowers must organize themselves into cooperatives duly registered with the Bureau of Cooperatives, or into cultural community associations/partnerships/corporations duly registered with the Philippine Securities and Exchange Commission. Projects eligible for financing include those in the fields of agriculture, marine related business, cottage industry, and wholesale and retail business.

4. Activities to promote and protect the rights of minorities

50. Presidential Proclamation No. 250 declared the observance of Cultural Communities Week every second week of July, beginning in 1988. Its objective is to bring to national attention the cultural heritage, aspirations and problems of the indigenous cultural communities of the Philippines.

51. At the international level, the Philippines fully supports the work of the United Nations Commission on Human Rights on the drafting of a declaration on the rights of indigenous populations and a declaration on the rights of persons belonging to ethnic, religious or linguistic minorities.

52. The Philippines was privileged to host, from 22 to 27 November 1988, the First International Festival and Conference on Indigenous and Traditional Cultures, as part of the programme of the World Decade for Cultural Development (1988-1997), proclaimed by the General Assembly. This conference resulted in the adoption of the Manila Declaration on the World Decade for Cultural Development, as well as of several national (Philippine) resolutions dealing with the concerns of the Philippine indigenous cultural communities.

5. On the autonomy of Muslim Mindanao

53. As noted above, the Philippine Constitution provided for the creation of two autonomous regions, one in the Cordilleras and the other in Muslim Mindanao. These regions cover geographical areas sharing common and distinctive historical and cultural heritage. They are to be granted autonomy within the framework of the Constitution, and in accordance with the national sovereignty as well as the territorial integrity of the Republic of the Philippines.

54. As mandated by the Constitution, the Philippine Congress in 1989 passed an organic act for the autonomous region in Muslim Mindanao. This organic act was submitted to a plebiscite on 19 November 1989. According to the Constitution, the creation of the autonomous region shall be subject to the approval of a majority of the votes cast in the constituent units participating in the plebiscite and only those provinces, cities and geographic areas voting in favour shall be included in the autonomous region. Among the 13 provinces and 9 cities taking part in the plebiscite, the majority required for autonomy was obtained in three provinces and one city, namely, Tawi-Tawi, Lanao del Sur and Sulu provinces, and Marawi City. They therefore constitute the autonomous region of Muslim Mindanao. Republic Act No. 6734, which embodies the Organic Act for the Autonomous Region of Muslim Mindanao, stands as the Charter of this new political unit. The Organic Act was rejected by the other 10 provinces and 8 cities, and the enactment of a new organic act remains the prerogative of Congress.

55. On 12 October 1990, President Aquino signed four executive orders transferring the powers, functions and offices of government agencies dealing with local government, social services, science and technology, labour and employment, environment and natural resources, tourism, public works and highways and barter trade operations within the Autonomous Region of Muslim Mindanao to the autonomous regional government. In her speech proclaiming these orders, the President renewed the commitment of her Government to ensure that all the provisions of the Organic Act were honoured and that genuine autonomy was realized.

56. One of the executive orders provides for annual financial assistance amounting to P615 million to be included in the budget starting in 1991 and for a period of five years thereafter. This amount is to be utilized for public works. Additional funding shall be obtained from the official development assistance extended to the Government to build an infrastructure as proposed by the regional government.

II. RIGHT TO EDUCATION - ARTICLES 13 AND 14 OF THE COVENANT

Government strategy

57. The Philippines joined the global movement for Education for All (EFA) in order to provide basic education to all Filipinos as a strategy for accelerating individual and social development. The decade 1990 to 1999 was proclaimed as EFA decade, and a national committee and a technical secretariat, composed of representatives from both governmental and non-governmental sectors, were created to formulate policies and provide direction for the national programme for EFA.

58. A framework for a Philippine Plan of Action for EFA was evolved in a series of consultative fora. Its main objectives are:

(a) The institutionalization of early childhood development programmes (from ages 0 to 6);

(b) The universalization of primary education with a new emphasis on the quality of learning;

(c) The eradication of illiteracy (from 11 per cent in 1990 to 2 per cent in the year 2000); and

(d) Meeting the basic learning needs of adults and out-of-school youth through continuing education with special focus on disadvantaged groups, both in rural and urban areas, such as street children and displaced families.

A. Education in the national budget and youth in education

1. Education in the national budget

59. Annex 6 shows the percentage of national government expenditure devoted to education from 1983 to 1988. This figure rose from 10.5 per cent to 17.25 per cent during the five-year period. Projections for 1989 to 1992 (based on the Medium-Term Development Plan of the Philippines 1987 to 1992, Revised Edition) show the following:

1989:	14.1 per cent
1990:	14.9 per cent
1991:	17.1 per cent
1992:	18.7 per cent
Annual average (1989-1992):	16.2 per cent

These figures demonstrate that the Government plans to devote adequate budgetary resources to meet the educational needs of the youth in the Philippines.

2. Demographic profile of the yough in education

60. Current estimates place the number of Filipinos under 19 years of age at 29.85 million, or nearly half of the total estimated population (1989) of 60.1 million; those under 15 account for about 42 per cent of the total. The major part of these children are in the 0-9 age group, underlining the importance of pre-school education.

61. In 1988, 98.7 per cent of children attended elementary school, although figures varied widely across regions, provinces and special (cultural) groups. In 1989, an attendance rate of 99.5 per cent was estimated and was expected to be maintained into 1992.

62. The cohort survival rate was only 66.58 per cent in 1988, which means that out of every 100 students who entered grade I, only about 66 reached grade VI. Low cohort survival rates were seen in particular in Visayas and Mindanao. The rate is expected to improve to 70 per cent in 1992 and to rise to 80 per cent by the end of the century, due to massive efforts to improve the quality of education and expand access in previously unreachable areas.

63. The highest drop-out rates are found between grade I and grade II, with a grade-to-grade transition rate of only 86 per cent on the average for the past decade.

64. A high rate of population growth has resulted in a rapid increase in the number of school-age children, and hence an increased pressure on the system to provide more inputs such as teachers, textbooks, classrooms, etc.

65. In the 1980s, the number of the so-called "stay outs" of the educational system was estimated by UNICEF at 1.35 million. Updated medium-term plan estimates show that out-of-school youths, aged from 7 to 24, numbered 3.8 million in 1988.

66. All of the above variables were taken into consideration in evolving a framework for the Philippine Plan of Action for 1990-2000, which sets targets for 1990-1992 and the year 2000 (see annex 7).

67. Provisions are made for the enhancement of the Early Childhood Development (ECD) programme to meet the challenge of an increasing number of pre-school-age Filipinos and to provide the child with adequate preparation for the school environment. ECD programmes are planned to serve 30 per cent of the estimated total of 12.1 million children in the 0-6 age group in 1990, including day-care and nursery/kindergarten schools.

68. The ECD intervention is not confined to education alone but also includes health and nutrition-related services such as immunization and supplementary feeding to maximize the capacities for growth and development of the 0-6 age group. The outreach of centre- and home-based services of ECD will be expanded from 2 million in 1988 to around 7.3 million by the year 2000. Total outreach for nursery and kindergarten will increase from 1.3 million in 1988 to 2 million in 1992, reaching 4.8 million by 2000.

69. The alternative learning system and the various non-formal education and skills training programmes will cater to the different learning needs of the out-of-school youths (OSYs). The number of OSYs is expected to decrease from 3.8 million in 1988 to 1.6 million in 1992 as a result of these programmes. In 1990, the functional literacy and livelihood development programmes of the Department of Education, Culture and Sports (DECS) will train about 1 million OSYs and adults.

70. The DECS is assisted by other government departments in this task. The Department of Labour and Employment will provide on-the-job training to 47,800 youths for the period 1990 to 1992. The Department of Agriculture, the Department of Agrarian Reform, the Department of Trade and Industry and the private sector, through the Association for Non-Traditional Education in the Philippines (ANTEP), will likewise train various client groups during the period of the Plan of Action.

B. Assistance from foreign countries or United Nations agencies for the promotion of the right to education

1. The Philippine Plan of Action on Education for All (EFA)

71. The Philippine Plan of Action on Education for All (EFA) is implemented through a project entitled "Operationalization of the framework for the Philippine EFA plan of action (1990-2000)". This project has been approved

and funded by the sponsoring agencies, the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the Asian Development Bank. The representatives of the sponsoring agencies are active members of the Philippine National Committee, and they participate in all regional consultations held to operationalize the national plan.

72. The accompanying Plan for for EFA Advocacy and Social Mobilization was evolved to harness resources from such sectors as the media and the community.

73. The National Committee, with the help of a technical secretariat and a project team, has conducted four regional consultative and planning workshops and is currently conducting additional regional workshops to launch EFA in 11 more regions, to create the implementing machinery at the regional levels, and to develop region-based programmes and projects. Guidelines are formulated to prioritize and evaluate project proposals, to utilize development assistance and to establish procedures for the operationalization of the EFA framework.

2. Official development assistance (ODA) and the procedure for its use

74. Assistance from foreign countries also takes the form of official development assistance (ODA), either as loans or grants, for both formal and non-formal education. The programme areas covered include:

(a) Curriculum improvement;

(b) Staff development;

(c) Physical facilities/equipment upgrading;

(d) Planning and management;

(e) Monitoring and evaluation;

(f) Research and development; and

(g) Special programmes.

75. The procedure followed by the Government of the Philippines to decide the use of official development assistance (ODA) is as follows:

(a) The Committee on Official Development Assistance (CODA), a body directly under the President, oversees the management of official development assistance;

(b) Projects are prioritized through the National Economic Development Authority (NEDA). The NEDA Board is chaired by the President herself, and is composed of key heads of various government departments. The NEDA secretariat, headed by the Secretary for Economic Planning, matches programmes and projects with ODA financing, using the following guidelines:

(i) Grants and concessional financing are to be used for development projects intended to deliver basic social services and create productive opportunities for the most disadvantaged groups/sectors, as well as for technical assistance projects; and

(ii) Loans with less concessional terms are used for projects which are income-generating in character and which lead to capital formation.

76. The Philippines has a Public Investment Programming System which consists of two plans: the Medium-Term Public Investment Programme (MTPIP) and a Medium-Term Technical Assistance Programme (MTTAP). These two programmes serve as the primary bases for the identification and selection of projects for inclusion in the ODA pipeline. The MTPIP and the MTTAP thus translate the goals and policy thrusts of the Medium-Term Development Plan into a set of prioritized national and regional programmes and projects.

77. The formulation process of the two plans, and consequently also of the projects for ODA financing, are guided by the following principles:

(a) Broad-based consultations with concerned departments, local government units and concerned committees at the national and subnational levels are undertaken;

(b) A bottom-up/decentralized approach is used. Local units at the municipal level participate in the identification and implementation of projects while the regional development councils prioritize the proposals on the basis of the overall plan of the region; and

(c) Public hearings and consultations are regularly conducted among affected sectors to get their suggestions for the improvement of the development process.

78. A report issued by CODA recently showed a substantial improvement for 1990 in the Government's actual use of available official development assistance. The report also stated that a positive trend was likewise noted in the achivement rate (actual use of loans as against the revised target) of the 19 government agencies having access to official assistance from bilateral and multilateral sources. These improvements could boost the Philippine's chances of convincing its foreign donors to extend additional assistance at a forthcoming second pledging session for the Philippine Assistance Programme.

3. The Philippine Assistance Programme (PAP)

79. The Philippine Government seeks every possible means of obtaining bilateral or multilateral assistance for the promotion of the right to education. Multilateral assistance in particular is channelled through the Philippine Assistance Programme (PAP) launched in Tokyo in July 1989 during the first pledging session. Pledges to PAP at that session amounted to US$ 3.5 billion for the period covering 1989 to 1992.

80. The bulk of the 74 proposed projects under PAP in the social sector consist of education and manpower development, health and nutrition, and community services projects. Priorities in education include the full implementation of compulsory primary and free secondary education, and the development of non-formal sectors with emphasis on functional literacy. Training in vocational and technical fields is also given particular attention.

C. Protection of street children and minority groups and the promotion of their right to education

81. The Philippine Education for All (EFA) Plan of Action includes focus on specific groups as a priority in its overall policies and strategies. It was felt that, given the high rates of attendance in elementary education, the remaining gaps should be effectively addressed by focusing on special groups. All efforts should be exerted to bring basic education to the rural poor, the urban slums, cultural communities, refugees, women, the disabled, other educationally disadvantaged groups and the gifted. Non-traditional methods and mechanisms should be explored and utilized to overcome the barriers caused by poverty, culture and physical distance.

1. Street children

82. The phenomenon of street children is a fairly recent one in the Philippines. They are found mainly in urban centres, in particular Metro Manila. The number of street children has grown considerably, as more and more families move to urban areas primarily for economic reasons, but also for security reasons.

83. In the early 1980s, several government agencies and non-governmental organizations, as well as church and community groups, started to implement programmes that provided various services to street children. The Department of Social Welfare and Development (DSWD), with the help of local governments and law enforcement agencies, implemented a pilot project in 15 cities providing assistance to street children in 1983. At the same time, the DSWD also started looking for alternative measures to institutional care. The Department of Education, Culture and Sports (DECS), through its Child and Youth Research Centre, conducted a survey of street children in Metro Manila to determine their educational needs. The DECS works closely with non-governmental organizations (NGOs) in attending to the educational needs of street children.

84. Financing for street children to attend public schools is extended mainly through non-governmental organizations, many of them church-based. Pre-school-age children are given instruction through nursery classes, also provided by these organizations. The Government extends funding to these NGOs which also have access to assistance from foreign associations and aid groups, both governmental or private.

85. In 1986, DSWD, together with NGOs, launched a project encompassing children in major cities and other urban areas. Two broad types of service, centre-based and community-based, were established through the project, as follows:

(a) Centre-based activities are usually carried out by institutions providing for the immediate and basic needs of the children, such as food, clothing and shelter;

(b) Community-based activities include alternative education, income-generating projects for the children and their families, and the use of community organizations and volunteers to assist the children.

86. The Government has likewise taken steps towards:

(a) The formulation and enforcement of city ordinances related to the protection of children;

(b) Provision of budget allocations for street children projects;

(c) Formation of baranggay (village) councils for the protection of street children;

(d) Setting up child and youth relations units in police districts to prevent arbitrary arrests; and

(e) Increased public awareness of the problem thorugh the mass media.

2. Minority groups

87. Apart from the incentives provided in order to bring formal education to all, an alternative learning system targeting special groups has been adopted as an integral part of the Philippine Action Plan on EFA. The alternative learning system will be synonymous with the system of lifelong continuing education and will encompass a continium of learning experiences ranging from pre-literacy to post-literacy, and higher levels of knowledge and skills to be provided to various age and client groups. This system is adopted in pursuance of the following objectives:

(a) The integration of literacy programmes with other development initiatives. Functional literacy, linked with the people's socio-economic and cultural life and responsive to their individual and social needs, shall be made an integral part of social services and development programmes. Skills training, health and nutrition services, community organization, cooperatives development and other sectoral concerns shall incorporate educational components focusing on functional literacy;

(b) Mutual reinforcement among pre-literacy, literacy and post-literacy programmes. At all stages of non-formal education, productive skills and practical forms of functionality shall be developed. Various dimensions of functionality shall be introduced at different points of an integrated learning programme package, depending upon the needs of learners;

(c) Increased emphasis on the needs of special groups of learners. Special literacy programmes shall be developed for these special groups, to ensure that they receive training commensurate to their needs and special circumstances, given at a time most convenient for them, such as during the post-harvest or slack season;

(d) Focus on minimum essential learning needs. Basic learning encompasses the whole range of skills essential for a meaningful and productive life. This learning package shall focus on the need to maintain positive attitudes towards cooperation work and civic participation; on functional literacy and numeracy; on an elementary understanding of the processes of nature; and on knowledge and skills necessary for earning a living;

(e) Enriching skills training with proper values. A desirable work ethic, professinalism, self-reliance, discipline and productivity consciousness shall underlie the development of skills geared towards wage employment or self-employment. These values shall permeate all theoretical and practical aspects of all learning experiences. In the implementation of the programmes, non-traditional instructional delivery modes shall be used. Well-tested, non-traditional ways of imparting knowledge shall be maximized, including indigenous learning systems.

3. Programmes for Muslim communities

88. Specific to the Muslim communities are two programmes:

(a) Madrasah development. This programme provides for the upgrading of the quality of instruction in the Madrasah and its educational facilities. Information campaigns were conducted for the accredition of Madrasah as a sector in the Philippine education system. Madrasah learning resources were improved and teacher training and retraining courses were conducted;

(b) The use of the Shariah legal system. This programme covers the conduct of research/documentation and studies related to Islamic jurisprudence. Continuing Shariah legal education would be provided to Shariah practitioners. Links with institutions for the administration of Muslim laws in South-East Asian and other Islamic countries were established. The programme also provided for the institutionalization of a continuing information campaign on Islamic laws and Shariah-related matters and training of qualified Shariah lawyers on the systems, procedures and administration of Shariah district and circuit courts.

D. THE SYSTEM OF EDUCATION

1. Formal education: the educational ladder

89. Formal education consists of an optional one or two years of pre-school education, six years of elementary education, four years of secondary education and four to five years of tertiary or college education and postgraduate education leading to a Master's degree and then a doctorate. One to three years of post-secondary non-degree technical/vocational education is also considered formal education.

90. Pre-school education complements elementary education. Pre-school education is offered mainly by the private sector.

91. Public elementary education is entirely supported by the national Government as mandated by the Constitution. The elementary education programme is designed to give six years of basic literacy, numeracy, thinking and work skills to enhance learning capabilities and values. The normal age bracket for schoolchildren in this level is 7-12 years old.

92. Secondary education is the continuation of the general education given in the elementary level and serves as preparation for vocational or college education. Secondary education is made up of four years (levels), after which a high school diploma is earned. Republic Act No. 6655 is the Philippine law which establishes and provides for free public secondary education.

93. Tertiary education is pursued by students who have completed secondary education and passed the National College Entrance Examination (NCEE). The scope of tertiary education covers all post-secondary courses ranging from one- or two-year vocational/technical courses to four-year degree and professional programmes, including graduate education. Tertiary education graduates are the chief source of professionals as well as skilled and semi-skilled manpower.

94. Technical/vocational education is an integral part of the educational programme of the country. Students in this programme also have to undergo the formally organized and the structured school system. Its primary objective is the development of strong, appropriately trained middle-level skilled manpower. All post-secondary or non-degree technical courses range from six months to three years.

2. Free and compulsory primary education

95. Elementary education (first level) was made compulsory half a century ago, and is considered "free" in the sense that pupils are exempted from the payment of tuition and other school fees. Parents, however, have to provide their children with basic needs such as paper and pencils, school uniforms, snacks and meal allowances, as well as transport allowances in places where access to public utilities is available.

96. The DECS, specifically the Health and Nutrition Centre, handles a nutrition programme in affected areas. The programme provides for the improvement of the nutrition of children through supplementary meals for all severely underweight pupils and 20 per cent of moderately underweight cases in these areas. Food supplements, such as 250-calorie nutribun/bulgur with 50-calorie food accompaniments, including soups and fruit juices, are served daily to children for a period of 150 feeding days under the DECS-CARE (a non-governmental organization) Food Assistance Programme.

97. The principle of free and compulsory elementary (primary) and secondary education is provided for in article XVI, section 2.2 of the Philippine 1987 Constitution:

> "The State shall establish and maintain a system of free public education in the elementary (primary) and high school levels. Without limiting the natural rights of parents to rear their children, elementary education is compulsory for all children of school age."

98. The percentage of pupils who finish grade VI and literacy rates from 1988 to the target year 2000 are given in annex 7. It is expected that by the year 2000 illiteracy will be totally eradicated, as indicated by the 98 per cent literacy rate target. The remaining 2 per cent will represent the proportion of the population which is considered uneducable, i.e. the mentally retarded. This target is consistent with the global target of illiteracy eradication by the turn of the century.

3. Free public secondary education

99. Republic Act 6655, entitled "An act establishing and providing for a free public secondary education and for other purposes", took effect upon its approval on 26 May 1988. Annex 10 contains the implementing orders and memoranda for the Act.

100. At the secondary level, "free" public secondary education means that the students enrolled in secondary courses in national high schools; general comprehensive high schools; State colleges and universities; specialized schools; trade, technical, vocational, fishery and agricultural schools; and in schools established, administered, maintained and funded by local government units shall be free from payment of tuition and other school fees. "Tuition fee" refers to the fee representing direct costs of instruction, training and other related activities, and for the students' use of the instruction and training facilities. Other school fees refer to those fees which cover the other necessary costs supportive of instruction, including but not limited to medical, dental, athletic, library, laboratory and Citizens' Army Training (CAT) fees.

E. THE EFFECTS OF ECONOMIC CONDITIONS ON CHILDREN IN EDUCATION

7. Government policy

101. The Philippine economy experienced robust growth during the first three years of the Aquino administration. This growth has meant higher expenditures for social services. Education continued to constitute the bulk of social services expenditures, representing a share of 69 per cent in 1988, an increase of over 62 per cent in 1987. In line with the budgetary priority accorded by the Constitution to education, the sector's proportion of total government expenditures rose to 12.3 per cent in 1988 from 10.9 per cent in 1987.

102. This growth has not been equitably distributed among the population. The results of the 1988 Family Income and Expenditures Survey reveal that there was no change in the income share of the bottom 60 per cent of families from 1985 to 1988. This implies that the majority of Filipino families still live in poverty, and that their basic needs are not adequately met. As a result, many of the schoolchildren are malnourished and sickly, and a sizeable number eventually drop out of school because of poor health.

103. Children do not, as a rule, attend evening classes. However, day classes are often held in shifts due to the lack of schoolrooms.

104. The Labour Code of the Philippines, under rule XII on the Employment of Women and Minors, section 2, states:

> "Children below fifteen (15) years of age may be allowed to work under the direct responsibility of their parents or guardians in any non-hazardous undertaking where the work will not in any way interfere with their schooling. (underlining supplied)."

105. While children are not compelled to work in order to go to school, it is evident that they are often forced by circumstances to help in earning a living for the family. Low incomes further prevent many children from attending school for lack of money to buy clothing or to provide allowances for their daily needs.

2. Programmes to assist low-income groups

106. Family income therefore has a direct effect on the educational background of children. Children from families that can afford to send them to school, public or private, are more apt to pursue higher studies. With the aim of correcting this inequity, educational policies are directed at both the extension of formal education and the strengthening of the alternative learning system, as described above.

107. Scholarships provide assistance for children of low-income families to accede to higher education. State scholarships and grants awarded for the school year 1988/89 reached 3,120, a slight decrease of 30 children over 1987/88. As in the previous years, the Study-Now-Pay-Later Plan (SNPLP) had the biggest number of awardees of 1,417, accounting for 45.42 per cent of the total. The National Integration Study Grant Programme with 971 follows in number, with the State Scholarship Programme awarding 348 scholarships.

108. A socialized tuition fee scheme which is based on social cost of education and the student's ability to pay is being explored and developed. This scheme has already been introduced at the University of the Philippines, the State University. Innovative and alternative delivery systems which have been found feasible, such as the service contract scheme and distance education, shall be implemented nationwide.

109. The allocation of resources among and within regions shall be made more equitable. Areas which suffer from educational deprivation shall be given priority in the distribution of teachers, instructional materials, school facilities and equipment.

F. TEACHERS

110. The growing demand for education called for more teachers, and for the school year 1989/90, there was a total of 293,275 regular teachers and 3,692 substitute teachers, as compared to 284,780 in 1987/88, for those handling public pre-school and elementary school levels. The number of

teachers in government secondary schools numbered 77,167 in 1989/90, an increase of nearly 12 per cent from the 1987/88 total of 69,226. Private elementary schoolteachers totalled 22,891, including those with part-time teaching loads. Private secondary schoolteachers numbered 39,732 in 1989/90. The breakdown of all of the above, by regions, by teaching load, and by sex is given in annex 8.

111. Teachers are chosen on the basis of their educational background. A kindergarten/primary grade teacher must possess a Bachelor's degree in Elementary Education, while a secondary schoolteacher must have a Bachelor of Science in Secondary Education degree, with a learning area of specialization. University professors usually must obtain a Master's degree in their field of specialization, and advancement often depends on higher graduate degrees, with additional requirements as to publication of special works and studies. For lower grades, non-education degree holders can teach provided they have 18 professional education units as specified in the Magna Carta for teachers.

112. Teachers are recruited on their educational attainment, and upon passing the required government civil service examination for their level of teaching. Written and oral tests are given, and scores ranked so that those who rank highest are employed first.

113. The Programme for Decentralized Educational Development (PRODED), a four-year (1982-1985) investment programme of the former Ministery of Education, Culture and Sports, and part of a 10-year development programme, included staff development as one of its five components. The other four are: facilities development; instructional materials development; technical assistance and special studies. The Staff development programme is also called the Educational Reorientation Programme (ERP). It is the principal strategy for building up the required individual and institutional abilities of the Department of Education, Culture and Sports (DECS) to improve elementary education.

114. In the current Philippine Plan of Action (1990-2000) for Education for All, staff development is proposed through various programmes, including:

(a) The teacher incentive welfare programme to enhance morale through a realistic compensation package, a more functional and realistic performance appraisal system, a more viable system of career progression and promotion, and material/financial awards and recognition;

(b) The values orientation programme to improve the attitude of teachers and supervisors, through studying the causes of negative attitudes in teaching, linkage with teacher training institutions, and implementation of intervention strategies; and

(c) Revitalizing the mechanism for a continuing staff development programme to strengthen continuing in-service training of the different structural levels, from the teachers and principals, to the district and division supervisors.

G. ENROLMENT

115. The table below shows the number of enrolled pupils in elementary schools by region, and the percentage share by each region to the total, for 1988/89:

Region	No. of students	% Share of Total
NCR (National Capital Region)	1 076 184	11.23
CAR (Cordillera Autonomous Region)	190 171	1.98
Ilocos	571 452	5.96
Cagayan Valley	390 029	4.07
Central Luzon	997 255	10.41
Southern Luzon	1 360 834	14.21
Bicol	737 335	7.7
Western Visayas	727 836	9.7
Central Visayas	717 370	7.5
Eastern Visayas	133 715	1.39
Western Mindanao	555 042	5.8
Northern Mindanao	601 124	6.27
Southern Mindanao	752 043	7.85
Central Mindanao	565 272	5.9
Total	9 575 662	100.00

Source: DECS Statistical bulletin 1988/89.

116. Disparities as to the number of children and the total population are found due to double counts in the cases of returning students and transfers from one school to another.

H. UPDATED STATISTICS ON EDUCATION

117. The latest available statistics are given in annex 9. These consist of the following tables:

Table 1 - Projected population of the Philippines by age group, 1988-1995

Table 2 - Graph of enrolment in public and private schools by level of education: 1986/87 and 1987/88

Table 3 - Distribution of schools by sector, level of education offered and region: 1987/88

Table 4 - Enrolment in government elementary schools by region and grade level: 1989/90

Table 5 - Enrolment in private schools by region and grade level: 1989/90

Table 6 - Enrolment in government secondary schools by division and year level: 1989/90

Table 7 - Enrolment in private secondary schools by region and year level: 1989/90

Table 8 - Higher education enrolment: 1989/90

Table 9 - Higher education graduates by region and progamme: 1989/90

Table 10 - Post-secondary enrolment: 1989/90

Table 11 - Enrolment and graduates in two areas of non-formal education by region: 1987

Table 12 - Education indicators in government private elementary schools: 1986/87 and 1987/88

Table 13 - Education indicators in government private secondary schools: 1986/87 and 1987/88

Table 14 - Number of successful NCEE examinees: 1974/75 and 1987/88

Table 15 - Number of teachers in government schools by level of education, by region: 1986/87 and 1987/88

Table 16 - Literacy of private household population 15 years old and over by age group and sex: 1970 and 1980

I. Standards of teaching and performance of students

118. Staff development is a major component of both the Programme for Decentralized Educational Development (PRODED) for 1982-1985, part of the 10-year development programme for comprehensive elementary education, and the Philippine Plan of Action for 1990-2000.

119. The ten-year comprehensive financial programme (1985-1994) was established to upgrade the salaries and welfare of school personnel. The programme provides benefits such as overtime pay, additional pay for teaching beyond six hours, hardship pay, scholarship for children, and longevity pay. In 1986, a 20 per cent salary increase for education personnel was granted as education was allotted a larger share in the national budget. Personnel training programmes with corresponding scholarship grants were also established.

120. Under the Philippine Plan of Action for 1990-2000, upgrading teacher competence and improving their welfare is also a major component of the overall policies and strategy of the Plan. It aims to improve the teaching environment by creating a well-organized system of recruitment, utilization, and professional development of teachers. Its main objectives are:

(a) Providing appropriate incentives to attract above-average students who have an aptitude for teaching;

(b) Eliminating political interference in the recruitment and promotion of teachers;

(c) Enhancing teachers' self-esteem and competence through quality pre-service and in-service training. Regular training courses for teaching and non-teaching personnel will be conducted periodically to update their knowledge and skills;

(d) Providing supervisory and administrative assistance to enable the teacher to perform her/his role efficiently;

(e) Enhancing teacher morale and motivation through personnel welfare programmes that will ensure better compensation and benefits, and through a system of career progression and promotion;

(f) Allowing teachers to organize, and within the bounds of law, act collectively to assert their rights and work for their welfare.

121. The 10-year development programme for comprehensive elementary education aims at raising overall quality and efficiency of elementary education; improving the management capabilities of the educational system, especially at the regional and subregional levels; and reducing the disparities among and within regions of service delivery and resource allocation. Specifically, it aims at improving pupil achievement, decreasing drop-out rates, raising participation rates and increasing pupil to teacher ratio.

122. The New Elementary School Curriculum (NESC) is the main component of PRODED for developing basic learning skills and inculcating civic and social values in children through better curriculum, intensified health programmes, teacher training, and the development of physical facilities. As of 1987, the NESC was already implemented up to the fourth grade, and is being tried out at the fifth grade level.

123. The Secondary Education Development Programme (SEDP) aims at providing more advanced and complex skills, knowledge and attitudes for 13 to 16-year-olds. The secondary school programme will continue the improvement started at the elementary level. Since 1985, a secondary education curriculum has been tried out in different types of high schools.

124. Under the technical-vocational education project, 22 trade schools have been upgraded into technical institutes and a network for upgrading teaching abilities in these institutes was set up in one national and three regional centres.

125. At the tertiary level, a system of accreditation for private higher education institutions provided incentives such as fiscal autonomy and progressive deregulation. The creation of technical panels in agriculture and engineering led to the upgrading of programmes in these areas.

126. The Philippine Plan of Action for 1990-2000 set targets shown in annex 7. Quality primary education is a main objective, to be achieved by:

(a) Increasing the holding power of schools through improving the internal efficiency of the elementary education system; continuing curriculum improvement; provision of a minimum package of basic instructional materials and equipment to every school; and efforts made to attract better quality high school graduates to the teaching profession;

(b) Using alternative delivery systems of education to cope with the growing number of children in general and those in particular situations (street children, cultural minorities, agricultural workers' children, etc.). These include the in-school-off-school approach; the drop-in, pushcart and street schools; mobile tent schools; and walking/floating black-boards, all characterized by flexibility, innovativeness and cost-effectiveness;

(c) Rethinking the concept and philosophy of quality education which includes developing values compatible with social relevance and the common good and promoting an egalitarian society by minimizing social stratification.

J. Elimination of disparities in the quality of education

127. The whole effort aimed at improving the quality of education in general, would likewise bridge the gap of differences in the kind of education offered in private, élite schools and the public school system at primary and secondary levels. These conditions are reversed in higher education where State institutions and a few religious schools offer better facilities and teaching than a number of private universities.

128. As part of the medium-term Philippine development plan (1987-1992), the following objectives are given in a move to upgrade the quality of tertiary education in general, and the role of private colleges/universities in particular:

(a) In accordance with the policy on privatization, the private sector will continue to assume a dominant role in providing tertiary education, particularly at the undergraduate level. Schools of higher learning are allowed to devise their own creative and productive financing schemes for institutional development;

(b) State colleges and universities (SCUs) will be encouraged to offer courses and to pioneer in areas of manpower development which are not in direct competition with the private sector. Increasingly SCUs will attend to the expansion and strengthening of graduate education and research to keep pace with advances in education and technology, as well as to extension work;

(c) Scholarships and student assistance will be expanded to enable promising but poor students, including minorities, to pursue tertiary education. In SCUs, a socialized tuition fee structure based on students' ability to pay will be implemented to distribute more equitably the opportunities for tertiary education;

(d) The Board of Higher Education will implement an integrated system of higher education. The linkages between State and private colleges and universities will be defined. Both government and private sectors will be encouraged to share resources to promote maximum efficiency in resource use;

(e) Measures to depoliticize the State higher education system will be devised and applied. A moratorium on the conversion of national high schools into new State colleges and universities will be imposed;

(f) An assessment of State colleges and universities and other private higher institutions will be undertaken to formulate guidelines for their upgrading, merging or phase-out.

K. Private education

129. The share of private education at the tertiary level is about 85 per cent. The Government is providing incentives for gradual self-regulation through compliance with agreed standards and through accreditation.

130. The establishment of private colleges and universities is governed by corporation law. Such institutions have their respective Board of Directors/Trustees, and are either stock or non-stock corporations. Private colleges and universities are mostly members of the Philippine Association of Colleges and Universities.

131. Private institutions with religious affiliations are classified as sectarian schools, and are non-stock organizations. These schools have formed themselves into such organizations as the Catholic Educational Association of the Philippines and the Association of Christian Colleges and Universities.

132. Vocational/technical post-secondary education is also offered in private technical institutions. These schools are organized under the Philippine Association of Private Technical Institutions. In order to improve the resource base and encourage self-help efforts of secondary and tertiary vocational and technical schools, a mechanism exists whereby their income can be retained to support the improvement of their physical and teaching capacities.

133. Active participation of the private sector will be sought continually in the planning and implementation of technical/vocational programmes and projects. Also private schools will be encouraged to offer short-term opportunity courses and technical/vocational education programmes.

134. Differences in the quality of education offered largely depend on the finances available to educational institutions. Private financing schemes are allowed, even encouraged, both for public and private institutions, but not at the expense of the quality of education. While the quality of teaching in public institutions is upgraded, stricter adherence to set standards is required for private institutions.

135. For the practice of a profession, or the acquisition of appropriate civil service qualifications to accede to professional work, government examinations are given. The Professional Regulation Commission is the government agency which administers and conducts the licensing examinations of the different professional boards, and the Civil Service Commission for civil servants. Performance of students at such examinations is often taken as gauges of the quality of education which can be obtained at different universities, private or public.

L. Values education

1. Government policies and programmes on values education

136. Article XIV (2) of the 1987 Constitution states that all educational institutions should inculcate patriotism and nationalism, foster love of humanity, respect for human rights and appreciation of the role of national heroes in the historical development of the country. It also includes teaching the rights and duties of citizenship; strengthening ethical and spiritual values; developing moral character and personal description; encouraging political and creative thinking; broadening scientific and technological knowledge; and promoting vocational efficiency. The crucial emphasis that pervaded Philippine education in 1987 was the inculcation of desirable social, moral, cultural, spiritual values, and the development of personal and social discipline. This programme, the objectives of which are to enhance human development and strengthen the moral fibre of the people through the educational sector, was vigorously undertaken in 1987.

137. In the formulation of a comprehensive programme of values education, the involvement of teachers, leaders and parents was sought. At the elementary level, the programme accomplished the following:

(a) Development of the scope and contents of values education for the elementary grades;

(b) Preparation of sample lesson plans utilizing different strategies for values education; and

(c) Compilation of values education approaches used in the 13 DECS regions.

138. At the secondary level, first-year textbooks and a first-year teachers' manual were revised and produced specifically for values education as a subject by itself as well as integrated in other subject areas.

139. Seminars and workshops on values education were conducted for school heads and teachers of government and private tertiary institutions. In non-formal education, values education was integrated in the functional literacy classes and in the teaching of different livelihood skills. Likewise, research studies were continuously undertaken by the Child and Research Centre on values development.

140. In the Philippine Plan of Action, 1990-2000, one of the overall policies of the Plan is intensification of values education. This would be implemented in both formal and non-formal learning systems and will involve the development of the Filipino as a citizen imbued with love for God and country, respect for human rights, and concern for ecological balance. Traditional desirable Filipino values will be identified, enhanced and blended with the needs of a changing society for work ethics, productivity and discipline.

2. The Philippine Commission on Human Rights and Education

141. The Philippine Commission on Human Rights (PCHR), a constitutional body, actively promotes human rights education through the formal education system as well as through its own organization. Some of the goals of the PCHR include the following:

(a) Cooperation with the DECS in the teaching of human rights at all levels of education, as mandated by the President since July 1986;

(b) Conducting public information campaigns for the general public. In Region 10, the Commission runs a radio station, "CHR-X", which disseminates human rights information as well as information on the services and programmes of PCHR. Seminars are conducted for cross-sectoral groups which include students, the military and local and national government authorities;

(c) Media tie-ups are widely exploited through press conferences, the distribution of press releases and radio and television interviews on human rights issues;

(d) Information materials are distributed in different media forms such as comic books, videotapes, posters and information kits in various dialects;

(e) Coordinating with DECS in the evaluation and improvement of human rights curriculum and instructional materials for schools. The PCHR assists in developing the Human Rights Library Programme Services, by cataloguing and collecting reference materials;

(f) Reaching out to the grass roots by conducting assembly meetings with baranggay residents. These are aimed at making the people aware of their basic rights, and showing victims of human rights violations how they can seek the assistance of the PCHR for cases that fall within the Commission's jurisdiction;

(g) Together with other government agencies such as the Department of Social Welfare and Development, the Department of Health, the Department of Local Governments, and DECS, the PCHR promotes awareness of human rights and the Constitution, as in special lectures to rebel returnees;

(h) Paying special attention to the education in human rights of key sectors such as the military and the police, as well as to members of the judiciary. Training seminars were held for members of the Philippine Armed Forces with the cooperation of the International Committee of the Red Cross.

III. RIGHT TO ACCESS TO CULTURE - ARTICLE 15 OF THE COVENANT

142. Education plays an important role in the preservation and development of the Filipino cultural heritage, customs and traditions. It is through the educational system that values indigenous to the Filipinos are instilled in the people.

A. Cultural education

143. The educational system and its cultural agencies, namely, the National Museum, the National Library, the National Historical Institute, the Institute of National Language, and the Cultural Centre of the Philippines, are used to preserve, to promote and to protect the best of Philippine culture.

144. A set of core values synthesizing positive Filipino traits is infused through the formal and non-formal educational systems, as well as in the mass media. A system of information exchange in schools and communities shall be set in place by utilizing both print and broadcast media, including traditional folk media, to generate appreciation of, and strengthen cultural values.

145. To enhance national identity and culture, institutions such as libraries, museums, archives, and cultural centres at local, provincial and regional levels are being strengthened and expanded. Cultural venues and organizations currently active in the national art scene include the National Music Competition for Young Artists, the Metropolitan Theatre, Teatro Pilipino, Bulwagang Gantimpala, Repertory Philippines, Concert at the Park, Paco Park Presents, and Puerto Real Evenings.

146. A prime institution which offers opportunities for cultural education is the Cultural Centre of the Philippines (CCP). To make the CCP more responsive to the cultural needs of the country, it was redefined and reorganized from a centre with a complex of buildings to the country's principal coordinating centre for the living arts. The CCP's five basic orientations are:

(a) Filipinization - to promote and develop a national Filipino culture that is reflective of the ideals and aspirations of the people;

(b) Democratization - to allow the free flow of ideas because culture should not be the monopoly of one particular sector or ethnic group;

(c) Decentralization - to make accessible to all culture from the local and regional levels, and to recognize the rights and responsibilities of local regions to determine their own cultural directions and needs, and define and implement their own programmes;

(d) Artistic development - to promote excellence in the arts through the institution and implementation of activities that aim to improve the standards among cultural workers, artists and audiences; and

(e) Promotion of international relations and exchange - to enrich the national culture via exchange programmes with other countries.

147. The CCP now serves both as a national venue for the performing arts and a coordinating centre for cultural programmes and activities throughout the country, mainly through the local arts council and foundations which it helps to organize. Art councils and foundations have been established in Cebu, Bacolod, Silaz, Iloilo, Iligan, Bukidnon, Bulacan, Butuan, Laoag, Laguna, Tacloban, Tuguegarao, and Baguio City.

148. CCP education and training programmes include:

(a) The Philippine High School for the Arts, based at the National Arts Centre in Mt. Makiling, Los Banos, Laguna, which provides educational facilities for talented and gifted students;

(b) Training programmes in the performing arts, conducted by the coordinating centre for dance for elementary and high school teachers (Folk Dance Workshop); for classical and modern dance students, teachers and professionals (Summer Dance Workshop); and Master classes, symposia and lectures given by local and foreign professors.

(c) Theatre operations apprentice programme, a periodic training programme for lighting design, stage management and technical direction undertaken with Outreach and Exchange Programme for the training of apprentices from various regions.

(d) Training Programmes in the Visual and Media Arts consisting of seminars and workshops given to sectoral and tribal groups, as well as members of the broadcast media.

(e) Training Programmes for Young Artists consist of free training programmes for children in music (Pasaknungan Philippines), in dance, drama and music for children of 4 to 12-years-of-age (Pangkat Pambata), and the Philippine Youth Orchestra which trains young solo and orchestra instrumentalists and conductors.

(f) The Outreach and Exchange Programme which undertakes the task of decentralizing CCP activities through coordination with local government and non-government cultural organizations. It also promotes creative work and cultural growth all over the country.

149. Philippine cultural agencies serve as the government's arm for instilling national pride through the preservation of the country's historical and cultural heritage. There are four major agencies including the National Museum, the Institute of National Language, the National Library and the National Historical Institute.

150. The government also created the Presidential Commission for Culture and Arts by virtue of executive order No. 118, to serve as the national coordinating body to orchestrate the activities of the diverse cultural and artistic groups, including the Cultural Centre of the Philippines.

B. Language

151. A bilingual education policy is being pursued. In accordance with the Constitution, the official languages of the country is Pilipino for national identity and unity, and English for wider communication and for science and technology. Efforts are being made to incorporate more elements of other dialects in Pilipino, which is mainly based in the Tagalog dialect. The Department of Education, Culture and Sports has continued to promote the use of Pilipino in the elementary grades, at the same time that English is being taught, and in the higher levels to use English for the teaching of science, technology and mathematics.

152. The Institute of National Language is responsible for the propagation, enrichment, and development of the Filipino national language. It undertakes research, translation and revision of technical vocabularies; the expansion of Pilipino; and surveys for orthographic reforms. In 1987, the Institute launched eight language development projects for the enrichment of Pilipino to a modern and standard status.

153. In the Philippine medium-term development plan (1987-1997), it is stipulated that the cultural agency for language will be expanded to include the policy and language development concerns not only of Pilipino, but also of other local languages. Furthermore, local languages will be cultivated to reflect the multifaceted cultural character of Philippine society. Moreover, as contained in article XIV, sections 6 to 9 of the 1987 Constitution, Spanish together with Arabic shall be promoted on a voluntary and optional basis. Section 8 further provides that the Constitution will be published in Pilipino and English, and will be translated into major region languages, Arabic and Spanish. The rich and enduring influence of Spanish in the culture of the Filipinos assures that Spanish remains an integral part of the daily life of the Filipino, and is in fact assimilated in the Filipino language.

C. The media and education and culture

154. The role of the media in education and culture has the following objectives:

(a) To serve as the vehicle for providing people with timely and accurate information that will enable them to participate meaningfully in the development and improve their quality of life;

(b) To serve as the channel for the inculcation of values and the propagation of Filipino culture; and

(c) To serve as a tool for improving the delivery of education and training services.

155. The privatization of media will be initiated through creating a Philippine Broadcasting Authority which encourages a partnership between the public and the private sectors to address the problems faced by the media industry. A Philippine Broadcasting Foundation will be organized to operate existing stations along the lines of educational and public service broadcasting.

156. The motion picture industry includes movies, television programmes and videograms. It has a powerful influence which is harnessed for the propagation of the national language. The Government has taken advantage of this medium to communicate values education to the people. To ensure that the motion pictures project a positive influence on the masses, the Government has taken steps to regulate and develop the industry, by creating two regulatory boards: the Movie and Television Review and Classification Board, and the Videogram Regulatory Board.

157. In the Philippine Plan of Action, 1990-2000, media is seen to play a crucial role in generating public awareness and sensivity to the importance of basic education for human and socio-economic development. Media are to be utilized as effective tools for expanding the outreach and improving the delivery of basic education programmes.

IV. RIGHT TO EDUCATION AND SCIENCE AND TECHNOLOGY - ARTICLE 15 OF THE COVENANT

158. The 1987 Philippine Constitution, in article XIV, sections 10 to 13, recognizes the essential role of science and technology in the promotion of national development and progress. The Constitution encourages scientific and technological research, and the widest participation of the people in the generation and utilization of science and technology. The State commits itself to the protection of intellectual property, particularly those of benefit to the people.

159. On 30 January 1987, Executive Order No. 128 elevated the National Science and Technology Authority to the Department of Science and Technology (DOST), authorizing it to implement the policies and programmes of the Government. The reorganization order gave DOST expanded functions and responsibilities to pursue the constitutional mandate on science and technology. The DOST supervises, coordinates and controls the activities of 20 other organizations consisting of five sectoral councils, seven research and development institutes, six service agencies, and two collegial and scientific bodies which make up the DOST system.

160. As mandated by section 20 of Executive Order No. 784, the DOST established four geographic science communities, which are aggregations of scientific and academic institutions, physically situated near each other and bound by common goals. These institutions engage in research and development, instruction, services and extension work in the field of health and allied sciences.

161. A Scientific Career System was adopted as an innovative approach in scientific manpower development within the government civil service. It is a system of recruitment, career progression, recognition, and reward for scientists in the public service. The National Academy of Science and Technology was established to provide meaningful incentives and recognition to those engaged in scientific and technological research. Its members are outstanding Filipino scientists who have demonstrated and earned distinction in independent research or significant innovative achievement in the basic and applied sciences. The Academy serves as an advisory body to the government and provides links with foreign academic and other similar bodies.

162. In education, the Science Education Development Plan was adopted. In support of this Plan, and in recognition of the need to improve the quality of science education in secondary schools, a new secondary science and technology curriculum was implemented for School Year 1989/90. To ensure its efficient implementation, first-year classroom teachers were earlier trained in April and May 1989.

163. The Philippine Medium-Term Plan states that as the foundation for technological advancement, basic education in the sciences will be oriented towards production. Basic science courses will help to equip the citizenry with essential skills to develop appropriate technological solutions for specific problems, and to transform natural resources for productive use without endangering the environment.

164. The Philippine Plan of Action, 1990-2000, also aims to promote a culture of scientific thinking and to raise the level of science literacy in the population, whether school-based or non-school-based. To carry out this goal, better pedagogical strategies in basic science and mathematics in the lower levels of formal education will be complemented by the integration of scientific values and the training for critical analysis in all subject areas.

165. The role of the private sector in the promotion of science and technology is fully recognized and encouraged. The private sector has been actively involved in a wide spectrum of science and technology activities of the DOST and its agencies. The Department has availed itself of the assistance and technical services offered by the private sector, whose participation in turn was solicited in the planning of research and development projects to ensure better utilization of the results. A total of 26 research contracts with the private sector, of which 20 were successfully completed, were undertaken by the DOST in 1987.

166. Agencies under the DOST provided services to both the public and private sectors in the form of testing, standardization and quality control, technical and scientific advisory, consultancy and training, patenting and licensing, design and engineering, as well as information on science and technology. Patenting services and intellectual property protection are rendered by the Industrial Technology Development Institute, one of DOST's research and development institutes.

167. DOST has also pursued bilateral and multilateral cooperation in its fields of competence, and regularly participates and organizes international gatherings and conferences. In coordination with the Department of Foreign Affairs, the DOST provides the technical expertise in the negotiations of treaties and memoranda of understanding on science and technology cooperation projects with foreign partners, among which are the People's Republic of China, Australia, and Papua New Guinea in the region, and France, Germany and the Netherlands in Europe. DOST works closely with UNESCO in projects and workshops, among the latest of which are the 7th Regional Network for the Exchange of Information and Experiences in Asian and the Pacific Regional Seminar Workshop, held in Manila on 19-28 March 1990; the Consultation Meeting on Information Exchange in Science, Technology and Mathematics Education on 18-20 April; and the National Seminar on Technology for Community Development held in Pangasinan Province on 28-30 May 1990. At the regional level, the DOST coordinated and monitored Philippine involvement in the programme and activities of the ASEAN Committee on Science and Technology.

168. Cognizant of the importance of science and technology for national development, a presidential task force was set up which created the Science and Technology Coordinating Council on 4 April 1989. The Council, composed of members from the government, academic and private sectors, is the Philippines' highest policy-making body in these fields. To respond to the human resources needs identified by the Science and Technology Coordinating Council, the Department of Foreign Affairs took over the administration of a United Nations Development Programme project, the TOKTEN project (Transfer of Knowledge through Expatriate Nationals) harnessing the expertise of Filipino scientists abroad for national development. The Department of Foreign Affairs, together with DOST and the Department of Environment and Natural Resources, also sponsors dialogues on Philippine science and technology projects, held with various American academic institutions. The first dialogue was held in New York City, on 3-4 June 1989, and the second and third at the Smithsonian Institution in Washington, D.C. on 2 April, and at the University of San Francisco on 7 April 1989, respectively. At these dialogues, proposals are made for potential collaboration with foreign groups and individuals, approaches to funding applications are evolved, and participants are informed about developments on the Philippine Assistance Programme (PAP), especially with respect to science and technology projects.

169. The Department of Foreign Affairs administers a project of the United Nations Development Programme, the TOKTEN project (Transfer of Knowledge through Expatriate Nationals) harnessing the expertise of Filipino scientists abroad for science and technology projects.

Glossary of terms

Alternative delivery systems refer to the non-traditional modes of instruction which can be used in both the formal and non-formal programme.

Alternative Learning System, for the purpose of Philippines EFA, is an organized learning system being evolved to provide a viable alternative to the existing formal education structure. It encompasses both formal and informal sources of knowledge and skills and spans a pre-literacy to higher skills continuum. Because of the pervasive and potent influences of the media, informal education seeks to link education function to the overall processes and objectives of Education for All. It is synonymous with a non-school based learning system.

Basic education refers to education intended to meet basic learning needs; it includes instruction at the first or foundation level, on which subsequent learning can be based; it encompasses early childhood and primary (or elementary) education for children, as well as education in literacy, general knowledge and life skills for youth and adults; it may extend into secondary education in some countries.

Basic learning needs refer to the knowledge, skills, attitudes and values necessary for people to survive, to improve the quality of their lives, and to continue learning.

Cohort survival rate is the percentage of Grade I pupils who reach Grade VI six years later; it also refers to the percentage of pupils who reach the next grade level the following school year.

Combination classes refers to classes with two grade levels.

Dropouts refer to pupils who left school before completing a prescribed grade level. They are also referred to as school-leavers.

Dropout rate is the ratio of the number of dropouts in a grade level to the total enrolment in that grade during a school year; it is the percentage of pupils who dropped out during the school year.

Early Chidhood Development is a set of critical development intervention projects and activities aimed at maximizing the pre-schoolers' capacities for psycho-social and intellectual development during their formative years. It includes certain home-based and institutional approaches in service delivery.

Education for All (EFA) refers to the provision of basic education for all children, youth and adults.

Formal education is a highly institutionalized, chronologically graded and hierarchically structured educational system, spanning from primary to tertiary schools. Synonymous with schooling.

Functional Literacy Programme basically involves instruction on reading and writing with functional skills outside the formal school system.

Graduates are pupils who completed the final grade in the educational level (Grade VI/Grade VII).

Informal education is a lifelong process of learning by which every person acquires and accumulates knowledge, skills, attitudes and insights from daily experiences at home, at work, at play and from life itself. In the present context, it is strongly influenced by mass media.

Literacy refers to the ability to read and write with comprehension, as well as to make simple arithmetical calculations (numeracy); in an expanded sense, literacy may refer to a set of basic cognitive skills enabling one to obtain and process information in a meaningful manner (e.g., media literacy, science literacy, computer literacy).

Literacy rate refers to the percentage of population who can read and write and understand simple messages in any language or dialect.

Livelihood Skills Development Programme provides basic livelihood skills training (e.g., poultry, swine raising) and vocational/technical skills (e.g., electronics, dressmaking).

Minimum learning competencies refer to the whole range of skills and competencies needed to be acquired by a person if he is to participate meaningfully and productively in his community and improve his quality of life.

Multi-grade classes refers to classes with three or more grade levels.

Non-formal education is any organized, systematic educational activity carried on outside the framework of the formal system to provide selected types of learning to a cross section of population and across age groups.

Participation rate for a given school year is the ratio of enrolment of a specific age group in a grade level to the population of the same age group.

Pre-school means nursery, preparatory or kindergarten proper below Grade I.

Primary education refers to the provision of first level instruction to children, usually in the 7-12 age group.

Primary schooling refers to the provision of primary education through formal schools.

School facilities refer to school buildings, workshops, laboratories and other structures for school use.

Teacher-pupil ratio is the ratio of the number of teachers to the total enrolment in a specific grade level.

Textbook-pupil ratio is the ratio of the total number of books to the total number of pupils in a given grade by subject by title.